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ABSTRACT

This document contains an analysis of the present and future need for employee training in Sweden. The following goals are assumed: (1) employee training should be designed to achieve the goals of the individual, the community, and working life; (2) it should promote security of employment; (3) it should help achieve the goal of giving every adult the right to a good basic education; (4) it should be provided throughout the period of employment; (5) it should help attain economic policy goals; and (6) it should help improve the efficiency of production and services in working life. All employees should have the right to attend refresher courses in their occupational field for at least 2 weeks annually. They should be able to carry over their training entitlement from year to year, and the right to this annual training should be written into central union/employer agreements. Employees who have no secondary and/or upper secondary education in Swedish, English, mathematics, and social sciences should be entitled to attend courses in these subjects during working hours without loss of employment benefits. The state should allocate resources for the courses, the employee should contribute also, and a central foundation should administer these funds and compensate the employer for the costs of the course and the course completer's pay. (CML)

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ED312409

PERSONNEL TRAINING

– Ideas and Proposals

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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TO THE GENERAL COUNCIL

In the autumn of 1986, the General Council of the LO (the Swedish TUC) appointed a working group with the task of formulating the LO view on personnel training. The remit of the working group was to

- document current personnel training
- make a survey of the present and future need for personnel training,
- against the background of previous Congress resolutions, LO policy statements in the form of official comments on legislative proposals etc., and the LO report "Joint Responsibility for Work", produce the basis for the future content, organization and orientation of personnel training,
- provide a general basis for decisions on more investment and control of public adult education resources and,
- produce proposals for the financing of personnel training in cooperation with the committee of enquiry on structural change and capital formation.

In February 1987 the working group presented its views and proposals in "Personnel Training – a Survey". This is the final report of the group.

Stockholm, March 1989

Curt Persson (Chairman), The Swedish National State Employees' Union
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SUMMARY

Personnel training should be designed to achieve the goals of the individual, the community and working life.

For the individual employee, personnel training should promote security of employment and the opportunity to have an independent job in which the employee can develop both personally and professionally. Personnel training should also help to reach the goal of giving every adult the right to a good basic education.

Personnel training should be provided throughout the period of employment, thus reducing the need for retraining when an employee changes jobs or becomes redundant. In this way, personnel training can serve to attain the labour movement's goals of full employment and work for all.

Personnel training should also help attain economic policy goals. A well-trained labour force makes it possible to maintain full employment and a high level of economic growth. A high level of education throughout the labour force makes it possible to attain an equitable standard of living throughout the population and to create regional balance. A high and evenly spread level of education also provides Sweden with competitive advantages over other nations in Europe and in the world market.

Personnel training should help to improve the efficiency of production and services in working life.

On the basis of these goals, the working group proposes that future personnel training be given the following structure:

- All employees should be given the right to attend annual refresher courses in their occupational field in the form of personnel training. This training should be an individual right, and should comprise at least two weeks' training a year. Employees should be able to carry over their training entitlement from one year to the next. The right to this kind of refresher course should be written into central union/employer agreements.

- Employees who have no secondary and/or upper secondary education in Swedish, English, mathematics and social sciences should be entitled to attend courses in these subjects during working hours without losing any of the benefits of employment. The community and working life share the responsibility for this aspect of personnel training.

The state should allocate resources for the courses at secondary and/or upper secondary level equivalent to the amount allocated for children in the state compulsory school system. Other costs should be covered by an employers' contribution. The administration of these resources should be in the hands of a central foundation.

These courses should be arranged to meet needs as they arise. When an employee completes a course at secondary and/or upper secondary level in the abovementioned subjects, the employer should be compensated for the costs of the course and the employees' pay.

Legislation is required in order to implement this part of the working group's proposal.

1 INTRODUCTION

The labour market of the future will be increasingly knowledge-intensive. New technology, growing internationalization and changes in the composition by age of the labour force will all serve to generate a greater need for training.

A level of education spread evenly throughout the labour force is the best preparation for change. The connection between a low level of education, low pay and a lack of security of employment is well documented. In many ways, therefore, training is the key to prosperity, equality and equal treatment.

Many employees today have jobs which largely involve routine and monotonous tasks. Strain injuries and the erosion of physical and mental capacity are very common among large groups in the membership of LO-affiliated unions. Employees need more training if they are to change their work tasks and counteract the damage to their physical and mental health.

The public educational system cannot provide all the education we need to both develop and improve work and be a leading industrial nation. Training in paid working hours, i.e., personnel training, must also be expanded and developed.

Accordingly, the LO General Council appointed a working group in the autumn of 1986 with the task of investigating the field of personnel training. The remit of the working group was to

- document current personnel training
- make a survey of the present and future need for personnel training,
- against the background of previous Congress resolutions, LO policy statements in the form of official comments on legislative proposals etc., and the LO report "Joint Responsibility for Work", produce the basis for the future content, organization and orientation of personnel training,
- provide a general basis for decisions on more investment and control of public adult education resources and,
- produce proposals for the financing of personnel training in cooperation with the committee of enquiry on structural change and capital formation.

This report contains the views and proposal of the working group.

2 CHANGES IN WORKING LIFE, AND EMPLOYEES' NEED FOR BETTER EDUCTION

2.1 The ideological background

The changes facing our society are usually referred to as the transition between an industrial society and an information society. It is abstract knowledge and not manual or mechanical power which will determine future developments.

A high and evenly-spread level of education in society creates the conditions required for greater prosperity. More than ever before, the level of knowledge dictates whether our so-called comparative advantages as a nation are to be in the manufacture of products with a high added value, or whether we will have to fall back on simple mass production.

For the membership of LO-affiliated trade unions, the trend towards an information society and, not least, towards new technology, constitutes both a threat and an opportunity. Properly used, new technology can eliminate jobs which are arduous and dirty, and jobs which wear out the people who do them. An increase in people's knowledge also makes it easier for them to lead decent lives. Knowledge gives people a greater opportunity to take an active part in trade union, political and other community based activities. This is a prerequisite for the continued existence of democracy. A higher level of knowledge and stronger feelings of self confidence also provide the individual with a greater opportunity to take an active part in, or benefit from, cultural and other community activities.

But there is also an inherent risk in the development of the information society. Introducing new technology and investing more resources in education may also increase the inequalities in society. Here, everything depends on the way in which the conditions that are required to make use of new technology are spread, and what redistribution policy profile is created by the increase in investment in educational resources. Therefore, the

greater resources to be channeled into education and research must be invested in a way which ensures the equitable treatment of all employees when it comes to acquiring more knowledge. This places special demands on the way new technology is introduced and on the structure of work organization. It also places demands on the way knowledge is passed on both within the framework of personnel training and in other ways.

Today, traditional adult education is run by the municipal authorities and by the popular educational associations. People who attend adult education courses can either study on a voluntary basis or receive financial support for the courses they attend. The other major provider of education for adults is the labour market training system.

Today, the resources invested in personnel training are far greater than the total resources invested in adult education and labour market training together (see fig. 2.1).

If we assume that the average hourly cost of personnel training courses is Skr 200:-, the total resources for personnel training in 1987 are estimated to be Skr 20 billion. In the same period, the total cost to the state of adult education and labour market training was close to Skr 10 billion. (The latter cost does not include grants from local authorities and other organizations, since no statistical data are available for these costs).

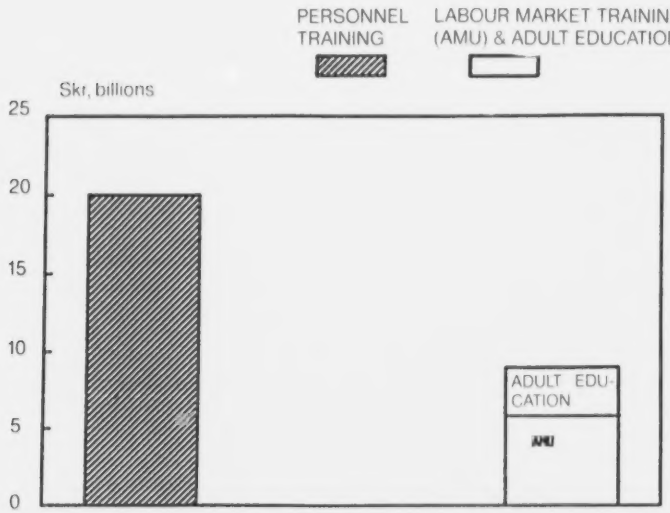
The experience gained by LO up to now indicates that an increase in investment in personnel training does not give more personnel training to the wage earners with the lowest level of education. On the contrary, the investigation carried out by Statistics Sweden shows that more investment in personnel training tends to widen the educational gap in society.

Individual employers sometimes see personnel training as an investment. In the employers' view, investments should show a short term profit in business economic terms. This explains why personnel training is unevenly spread among the workforce.

However, this is a very short sighted view. Personnel training must be regarded as a measure which has economic consequences for the individual, the community and the company. The choice of groups to be given training should not be determined by short term economic motives. Training must also be aimed at

Figure 2.1

ESTIMATED COST OF PERSONNEL TRAINING AND STATE FINANCED ADULT EDUCATION, 1987



Source: Statistics Sweden and LO

Note: Personnel training costs have been estimated at Skr 200:- per course hour. Labour market training and adult education costs are the state expenditure only.

people with a low level of education, even if such an investment is not profitable in the short term.

Personnel training must never be regarded as a benefit which is only given to selected people or groups. The expression, "more training for people who have the least education" continues, in the LO view, to be an expression of the primary goal of personnel training.

A more equitable distribution and orientation in personnel training is, in the LO view, a very important matter. Although

the amount of personnel training given has increased in recent years, it cannot replace state-funded adult education. It is therefore important to emphasize that state adult education and the labour market training system will continue to be important instruments of redistribution policy.

Adult education supported by public funds, i.e. municipal adult education (Komvux), basic adult education (Grundvux) and the adult educational associations backed by the popular movements, aim to even out the inequalities in people's educational backgrounds and give adults the chance of supplementing a low level of basic education. This type of education will continue to meet an important need.

Popular education of this kind plays a special part in adult education. In addition to general educational and cultural activities, some educational associations offer trade union training courses. The part played by general adult education here will not be affected by an increase in investment in personnel training.

In the LO view, there should be an increase in the total state resources invested in adult education. This increase is of considerable importance, since personnel training can never replace adult education.

The adult educational organizations are occasionally used to arrange courses in the field of personnel training. There is likely to be an increase in this kind of work as the scope of personnel training broadens for people with only a basic educational background. The methods used by the educational associations give them particular advantages over other providers of education, and use should be made of these advantages.

2.2 The development of working life

There are technical and economic forces behind the transformation of working life we are facing today.

There are a number of terms, currently in use to a greater or lesser extent, which are generally used to summarize technical change, involving automation and the use of new information

technology. Flexible manufacturing systems (FMS), computer aided design and manufacture (CAD/CAM), computerized integrated manufacture (CIM) and office information systems are some of these terms.

New technology also covers areas outside direct information and automation, areas such as biotechnology and new materials.

New technology will place new, and somewhat different, demands on the professional competence of the labour force. The ability to distinguish between models and reality, to summarize observations, to reach conclusions and perceive cause and effect relationships are some of the more important requirements created by the introduction of new technology.

The effects of economic forces take the form of capital rationalization, which means that companies attempt to increase the rate of turnover of their products and stock. On the technical and administrative side, capital rationalization often means computerization.

Investments in marketing may result in a greater amount of customer specific modifications in the form of specially-designed products, using reliable deliveries as a competitive factor, and service. Capital rationalization and customer modification mean shorter production cycles. This means that employees have less time for production changeovers and for learning new production routines. In the last few decades new kinds of organization in the form of dividing companies into smaller corporate structures, specialization and the introduction of group-based work organization have been tested. New management and control systems have been introduced in connection with these organizational changes.

Some of the main characteristics of the management and control systems used by employers are:

1. The management function is centralized, while operative decisions are delegated well down in the organization with the aim of creating a "flat" organization.
2. Management by results and management by objective are introduced at the level of the work unit.

3. A special company culture, a "sense of belonging", is introduced.
4. Business goals and ideas are discussed at the workplace. Courses on goal-related issues are arranged with the aim or creating common opinions.
5. Individual pay systems are introduced. Pay, other benefits, and training/development, are provided as rewards and incentives.

This trend is being tested both in industry and in other sectors of the labour market. Greater responsibility for results gives employees the opportunity to have more independent work tasks. And before they can handle more responsibility, most employees need more education.

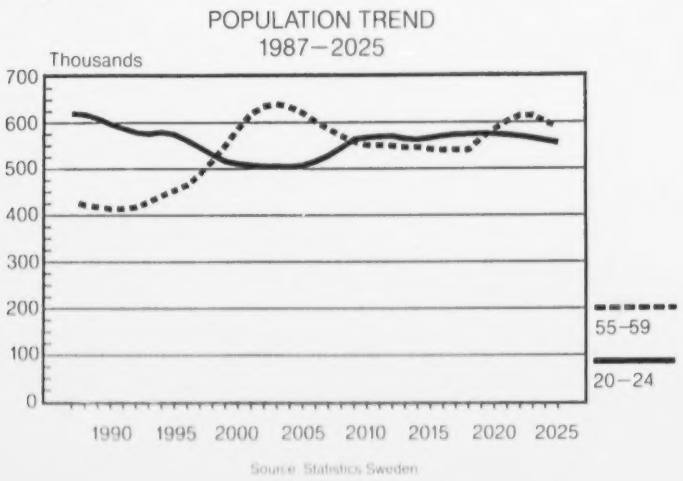
2.3 The age profile of the labour force

The 1990s and 2000s will see a major reduction in the number of school leavers (see fig. 2.2). By the end of the century far fewer 20— 24 year-olds than today will be entering the labour market having completed their upper secondary education and, where applicable, their military conscription.

While the annual figures for school leavers drops, the generation who were born in the war years will be reaching upper middle age. This generation contains large groups of people who have only a basic educational background. The last generations of people who went through an educational system with seven years of elementary schooling as the longest education are in this group.

Even if this group decreases in size in coming years, many of its members will be gainfully employed well into the 1990s. Their opportunities for personal and professional development at work are affected by the investments in education for these groups which are now being made.

Figure 2.2



Source: Statistics Sweden

2.4 Educational needs

The development from industrial society to information society creates new and different educational needs than those we are accustomed to dealing with.

The international studies in this area indicate that higher and higher demands for education will be made of the labour force.

There will be few jobs available for people who cannot read, write, count and follow instructions. Most of the jobs falling vacant will require the successful applicant to have completed some form of education after leaving upper secondary school. There is every indication that developments in Sweden will reflect this international trend.

Therefore, to achieve the goal of full employment, there should be a high level of education spread evenly among all employees. A high and evenly spread level of education also means that occupational and geographical mobility are possible.

To achieve a high degree of occupational and geographical mobility, courses of education arranged in one part of the coun-

try should have the same value as courses arranged in other parts of the country.

Moreover, these courses should be designed so that students can attend further courses to add to the knowledge they have acquired, irrespective of which body or organization arranged the course.

A good knowledge of general subjects (Swedish, English, mathematics and social sciences) will be essential in the working life of the future. This knowledge is indispensable to people taking courses of continued and further education. A knowledge of English is essential in the communications and service sectors. A command of other European languages is also very important.

Employees need broad-based knowledge if they are to develop themselves personally and professionally in their work and also take an active part in a process of change aimed at eliminating monotonous and arduous work tasks which damage the body. Education in the future, irrespective of whether it is provided in the state educational system or under the heading of personnel training, must therefore be designed to provide a level of knowledge which makes it possible for people to take on varied and independent jobs.

In addition to the requirement of knowledge in general subjects, all occupations need scheduled refresher courses in the knowledge and skills of their occupational area. All occupations undergo change. Research and development have an effect on job content. It is important that new knowledge is put to use more speedily and to better effect in working life. All employees should, therefore, regularly bring themselves up to date in their occupational field.

This renewal of vocational competence may involve acquiring the skills needed to run new machines, and learning about other fields, for example social or psychological studies.

It is important that people are given the opportunity to keep abreast of developments in their vocational area on an ongoing basis. Further, the work itself must be designed to be instructive and to allow employees' experience to be constantly applied and developed, thus creating the conditions required for growth and prosperity.

2.5 What are the potential benefits of providing more education for employees?

In summary, more investment in personnel training for all employees can result in the following:

1. Personnel training makes it easier to extend work tasks. Job expansion reduces the risk of physical and mental work-related injuries, and gives more job satisfaction and personal fulfillment.
2. More personnel training makes possible a more rapid spread of knowledge to all parts of the country. In its turn, a better spread of knowledge enables industry and commerce throughout the country to develop, and this will promote regional development.
3. Personnel training releases and develops the resources of employees. A high level of education spread evenly among all employees will reduce the risk of individual employees being forced out of the labour market, and that will also reduce the public cost of labour market policy.
4. An increase in personnel training courses will spread the cost of structural change more evenly between the business world and the labour force, since regular updating of vocational knowledge and skills will give a fairer distribution of the costs of change.

3 PERSONNEL TRAINING TODAY

3.1 The educational level of the labour force

Under current educational planning, all young people will be completing three years of upper-secondary education by the beginning of the 1990s, which means that the new entrants into the labour market will have a high level of general education. This applies not only to young people who have completed the theoretical upper-secondary courses, but even those who choose the vocational lines at the upper secondary level will have a good grounding in Swedish, English, mathematics and social sciences. However, the situation is different for the older people in the workforce.

Statistics Sweden (SCB) regularly survey the educational level of the labour force. The level of education is measured by making a survey of the formal level of education only. This survey does not cover knowledge that has not been acquired from our traditional sources of education.

Therefore, the knowledge people gain in everyday work outside educational establishments is not included in this survey. It is important that proper weight is given to this knowledge, otherwise there is a risk that people will begin to place too much faith in formal qualifications. However, people's formal qualifications often give an accurate picture of their actual level of knowledge. Failing to offer people with a short educational background the opportunity to acquire the knowledge the education system of today provides would be a betrayal of this group. People should not lose their footing in the labour market simply because their lack of self-confidence, inability to get used to the learning process etc, may have caused them to abandon their studies.

A description of the level of education in Sweden in 1987 states that about one third of the labour force has basic secondary education or less as their highest level of education, while one third have completed short upper secondary courses and one third have completed three years of upper secondary education

or had some form of training after upper secondary school (table 3.1). Since some of the short upper secondary school courses do not include general subjects, with the exception of a limited amount of Swedish, it is estimated that just over half of the labour force, i.e., approximately 2.2 million people, have no or very little knowledge in general subjects.

The group of people in the labour force with no higher qualifications than the old elementary school education or less, i.e., who did not completed a secondary education, are the people who are the most vulnerable in the labour market. This group is 850,000 people strong, 500,000 of which are members of LO-affiliated trade unions.

The level of education varies from one sector to the next. The LO-affiliated union members in industry and the distributive trades have the lowest level of education. The highest level of education is to be found among employees in the private and public services sector (table 3.2).

Table 3.1 The level of education of the labour force and members of LO affiliated national unions, 1987

	Total Labour force		Of which members of LO affiliates	
	No	%	No	%
Pre upper-secondary, less than 9 years	847 400	19	508 700	27
Pre upper-secondary, 9 years	535 100	12	260 500	14
Upper-secondary, less than 1 year	537 300	12	309 100	16
Upper-secondary, more than 1 year but max. 2 years	945 200	21	569 500	30
Upper-secondary, 3 years or more	575 000	13	186 000	9
Post-secondary, max. 2 years	477 300	11	49 500	3
Post-secondary, more than 2 years	461 600	10	16 700	1
Doctors degrees	27 500	1	1 000	0
No data available	12 400	1	5 000	0
Total	4 418 800	100	1 906 000	100

Source: Statistics Sweden, 1987

Table 3.2 The level of education among the membership of the LO affiliates by sector, 1987, in per cent.

Sector	Pre upper-secondary	Upper-secondary, 1-2 year courses	Upper-secondary 3 year courses	Post-secondary
Agriculture etc.	47	47	4	2
Manufacture	50	37	10	3
Building	38	49	11	2
Retail	50	38	11	1
Communications	38	44	14	4
Private services	40	40	11	9
Public services	30	58	8	4
Total labour force	31	33	13	23

Source: Statistics Sweden, 1987

3.2 Who attended personnel training courses in 1986 and 1987?[1]

In the first six months of 1986 and 1987, Statistics Sweden completed surveys of personnel training. The period of the surveys was from January 1st to June 30th. They took the form of supplementary questions in labour force surveys.

Statistics Sweden defined personnel training as training which "was funded wholly or in part by the employer". Under this definition, if the employer has paid the costs of the course, which the employees attended in their free time, then the course would be counted as personnel training, and if the employer met the costs of the loss of production while the trade union organization paid the course costs, the course is also counted as personnel training. Thus, training courses for trade union elected representatives are usually defined as personnel training.

The reports of these surveys covered only courses which were of one day's duration or more.

The resources for personnel training have been spread unequally. Members of LO-affiliated unions have a lower attendance record than other groups in the community. A total of 18% of the membership of the LO affiliates attended personnel training courses in the spring of 1987 (fig. 3.1). This may be compared with 36% of the membership of TCO (The Central Organization of Salaried Employees) affiliated unions who completed personnel training courses during the same period.

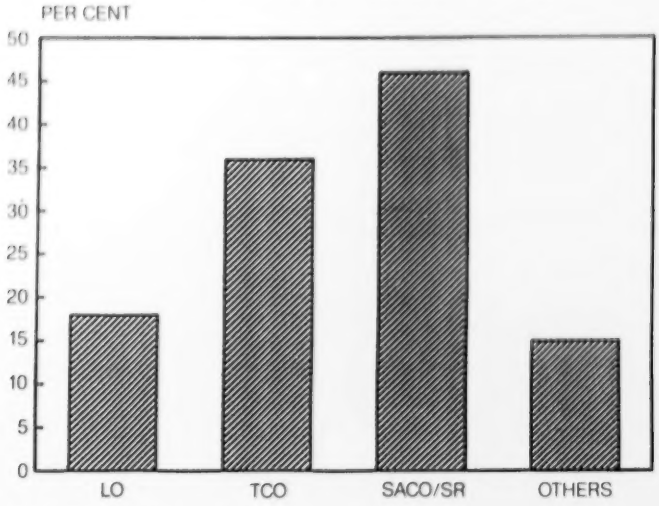
[1] This section is a summary of the survey of personnel training presented by the work group in the report, "Personnel Training – A Survey", LO 1988.

The SACO/SR (The Swedish Confederation of Professional Associations) union members had the highest attendance record at 46%.

Most courses are of one or two days' duration. About 70% of the people who received personnel training attended courses lasting not more than one week.

Figure 3.1

PERSONNEL TRAINING
AS A PERCENTAGE OF MEMBERSHIP, 1987



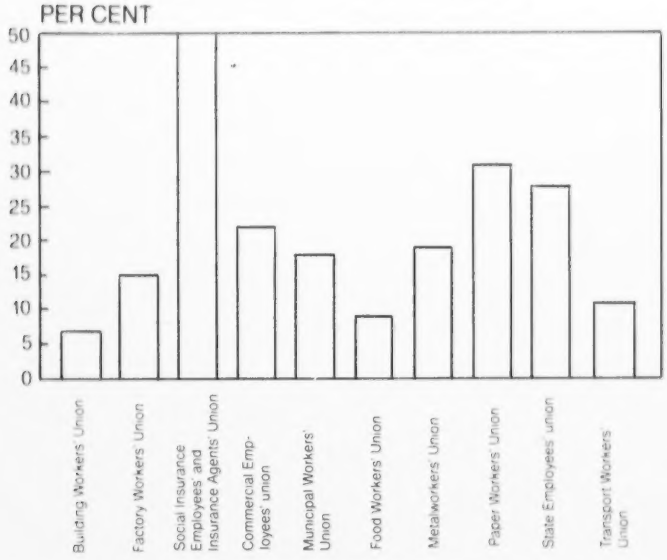
Source: Statistics Sweden

Note: Personnel training includes training courses for trade union representatives.

There is an uneven spread among the membership of the various LO affiliates (fig. 3.2). The members of the Social Insurance Employees' and Insurance Agents' Union, the Swedish National State Employees' Union and the Paper Workers' Union had a high attendance record. Between 30 and 50% of the membership of these organizations attended personnel training courses in 1987. The membership of other LO affiliates had a significantly lower attendance record.

Figure 3.2

PERSONNEL TRAINING IN SOME LO-AFFILIATES, AS A PERCENTAGE OF THE MEMBERSHIP, 1987



Source: Statistics Sweden

Note: Personnel training includes training courses for trade union representatives.

In some of the LO affiliates it was more difficult for women than for men to attend personnel training courses, and it was more difficult for part-time workers than for full-time workers.

The most important effect in terms of redistribution policy is that personnel training serves to increase the gaps in education in society (fig. 3.3). The greatest amount of personnel training has been given to the groups which already have many years' schooling. One in eight (12%) of the members of LO affiliates with not more than secondary school education attended personnel training courses in 1987. One in four (25%) of the members of LO affiliates who had completed a three-year upper secondary education attended personnel training courses.

When it comes to the choice of subjects, 70% of the male members of the LO affiliates attended courses in subjects such as computer studies or technology. The female membership of the LO affiliates tend to study subjects such as economics, nursing and computers. Members of the work force who are not LO-affiliate members (both men and women) chose a somewhat broader range of subjects, although the tendency was to opt for computers and technology.

The total amount of personnel training increased from 1986 to 1987. Among the LO-affiliated union members this increase was to be found entirely in the industrial trade unions. This increase may be ascribed to the fact that in 1987 the so-called renewal funds could be tapped.

In spite of the fact that more resources were made available for education, the members of LO-affiliated unions in the industrial sector did not, other than in exceptional cases, reach as high a level of attendance as other groups in the community. Neither was there an improvement in the situation of members of LO-affiliated unions who had a low level of basic education.

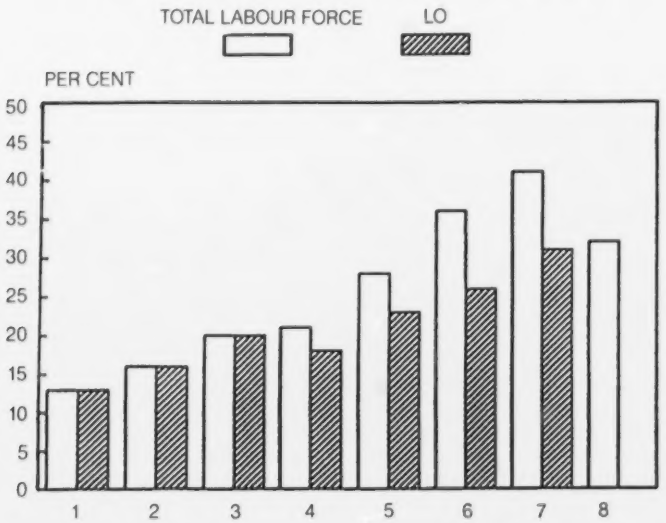
Personnel training does not only widen the differences in education between individuals but also the difference in the development of competence between different sectors and regions. As we mentioned before, the most noticeable fact is that so little time is invested in personnel training in industry.

Employees in some counties have significantly better chances of getting personnel training than employees in other coun-

ties. The resources available for the development of competence are not spread equally over the country. Therefore there is a risk that in time the competence of the labour force in some regions will become attenuated. In the long term, this may be a factor which will affect companies' choice of location.

Figure 3.3

PERSONNEL TRAINING IN 1987
AS A PERCENTAGE OF PREVIOUS EDUCATION



Source: Statistics Sweden

Key
1. Pre upper-secondary, less than 9 years
2. Pre upper-secondary, 9 years
3. Upper-secondary, less than 1 year
4. Upper-secondary, more than 1 year but max. 2 years
5. Upper-secondary, 3 years or more
6. Post-secondary, max. 2 years
7. Post-secondary, more than 2 years
8. Doctor's degrees

Note: Personnel training includes training courses for trade union representatives.

3.3 Resources for personnel training

It is not possible to make any exact calculations of the total resources available for personnel training.

We have calculated the total number of days of training, using Statistics Sweden's surveys. This calculation shows that if all personnel training is spread equally, all employees would have been given barely three days of training in 1987.

Table 3.3 Average number of days of personnel training for the whole of 1987

LO	2.3
TCO	4.3
SACO/SR	6.0
Others	1.2
Total	2.8

Source: Statistics Sweden and LO estimates

The costs of personnel training may be calculated in different ways, depending on which assumptions are made on pay costs, loss of production, etc.

Statistics Sweden estimates the costs of personnel training at between Skr 11 and 15 billion in 1986 and 18 – 25 billion in 1987.

Although no exact calculation of the costs of personnel training can be made, if we assume that personnel training cost an average of Skr 200:– per hour in 1987, total costs for 1987 would be Skr 20 billion.

There is no simple method of calculating the revenues from personnel training. The attempts to calculate the effect of more training in the form of an increase in growth show that the major part of the increase in growth since the second world war may be explained by an increase in the general level of education and by investments in research and development. There is no indication that personnel training with a similar content to the country's public education gives a lower yield.

Even the type of personnel training which concentrates largely on specialist skills may be assumed to give high revenues in macro-economic terms.

Personnel training is financed directly from production, or in the public sector, by means of appropriations. It is unusual for a budget for personnel training to be allocated in the private sector.

Similar procedures are followed in central and local government, but here personnel training is sometimes an item included in the budget.

In recent years two particular sources have appeared for the financing of personnel training.

A 1984 Parliament decision set up so-called renewal funds for education, research and development. In principle, companies with annual profits in excess of Skr 500,000 pay 10% of their 1985 profit into a non-interest-paying account in the Bank of Sweden. This proportion of the profit was then free of tax. Money from this fund may then be used to meet the costs of education and research and development over a five-year period. At the same time as the renewal funds were set up in the private sector, the central government and municipalities voted special resources for their own renewal funds.

Special surveys are required to separate the personnel training financed from the renewal funds from other types of personnel training. The Swedish Working Life Centre is currently carrying out such a survey.

Another source of financing for personnel training in production is the employment security foundations. These foundations were set up to promote security for workers who run the risk of being made redundant as a result of business cutbacks,

company closures or rationalization measures. Another purpose of these foundations is to promote efficiency and development in companies and new businesses. The foundations are funded by a charge, negotiated by collective bargaining, based on the payroll costs for workers in companies in the areas covered by the Swedish Employers' Confederation/LO agreements.

Some money from the employment security funds has been used for personnel training.

4 AGREEMENTS ON PERSONNEL TRAINING

4.1 Agreements between SAF, LO and PTK

Up to now, company personnel training has been unregulated. Of course, it comes under the rules for negotiations set out in the Co-Determination Act, which give the trade unions the right to discuss in talks with the employer the scope, orientation and spread of personnel training among different employee categories. There are no data available on the results of these talks. However, we know the broad results from processing the findings of Statistics Sweden's surveys.

Some sectors have agreements which regulate in-house vocational training in some detail. Most vocational training courses are defined in the union/employer agreements as special categories of training.

The 1982 SAF-LO-PTK development agreement contains a clause (no. 4) on education and information, which says:

"It is important that employees are given the opportunity to further develop their professional knowledge. The company is to provide as far in advance as possible training for the new work tasks which new technology involves. These courses are to be run at the expense of the company and with no change to the employees' conditions of employment and pay".

This clause concerns the kind of technological upgrading which changes work tasks and therefore changes the competence requirement of the people doing the work. In such cases it is the duty of the employer to train the employees for their new work tasks. The ultimate interpretation of the regulation is that changed and higher competence requirements resulting from technological change at a workplace must be met first and foremost by training the people who originally carried out the jobs involved.

Thus, following a decision to acquire new equipment, the employer has undertaken in an agreement to provide the tra-

ining required as a result of direct changes in work tasks. This training must then meet an acute need which has arisen in the company when new technology was introduced.

4.2 Agreements in the public sector

The Co-Determination Act also covers activities in the public sector. A co-determination agreement for the public sector (MBA-S), based on the Co-Determination Act, was negotiated between the National Agency for Government Employers, the Swedish National State Employees' Union, the Swedish Confederation of Professional Associations (SACO/SR) and the public employees' section of the Central Organization of Salaried Employees (TCO-S). Among other things, this agreement covers personnel development, which includes personnel training.

Personnel development consists of a workplace introduction, personnel training courses and other activities aimed at personnel development.

Personnel development aims to improve the efficiency of government bodies and their readiness to meet change.

Personnel development also provides an important channel through which the general public is informed in an appropriate way of decisions on reforms.

The agreement also states that the aim of personnel development is to promote equality between women and men and the movement of people from one career to another. Personnel development should also facilitate change and thereby reduce the risk of certain occupations being overmanned.

The introductory phase should provide information on work tasks, the organization of the government body and its objectives, its working environment and conditions of employment, etc. It should also provide information on the local trade union organizations active in the government body, and their activities.

The agreement defines personnel training as the kind of training required by the organization's activities. Before training courses are provided, one of the following conditions must be met:

- the training is deemed necessary if the employees are to perform their work tasks,
- as a result of the training, the work will be carried out with greater efficiency and reliabilty,
- the training will cover new legislation, new regulations, new technology or the like which directly affect the work tasks and the conditions that obtain for the activities of the organization,
- the training course is intended to increase the employees' ability to carry out other work tasks within the organization and
- the training is recognized as preparing the employee for more qualified work tasks within the organization.

The last point means that the public sector agreement goes somewhat further than the development agreement in defining what may be considered to be personnel training.

Extensive basic education does not come under the heading of personnel training.

The agreement states that all personnel training must be in-service training irrespective of who is responsible for running the training course. Advantage should be taken of the resources available in the public education system.

The agreement places no restrictions on the government bodie's right to decide whether certain employees are to complete a personnel training course.

The agreement states that, within the framework of the tasks of the government body, efforts should be made to structure work organization, management and work methods so that the organization's daily work provides stimulation, variety, independence, responsibility and personal and professional development, and that proper use is made of the employees' knowledge and experience. It is important that government bodies with workplaces where monotonous, routine and strictly specialized work operations are concentrated, find alternative ways of organizing and carrying out their work.

In this respect, the public sector agreement goes further than the development agreement, since the public sector agreement also contains provisions on work organization, management

and work procedures.

Local collective agreements may be negotiated on

- methods of charting the need for personnel development,
- principles for selecting people for personnel training, such as placing priority on certain groups of personnel,
- the general orientation of the syllabus and the planning of courses run within the organization.
- the orientation and scope of the introductory phase and
- guidelines for the structuring and implementation of systematic planning discussions.

4.3 Municipal and county council agreements

The municipal and county authorities have also negotiated a co-determination agreement for municipal and county authorities (MBA-KL), as a supplement to the Co-Determination Act.

Among other things, the introduction aims to "give the employee knowledge about conditions of employment, the workplace and its activities, to make it easier to adapt to the work environment as a whole".

The introduction should provide information about the local trade union organizations. These organizations are themselves responsible for the content of this information.

Personnel training is defined as basic education, continued training and further training.

Basic education refers to courses which aim to provide basic knowledge and skills in a certain area and to provide a basis for continued training.

Continued training refers to a course

- which is essential if the employee is to carry out his/her work tasks, but which is neither a long nor a basic course,
- which helps employees to be more efficient or reliable in their work,
- which covers new legislation, regulations, technology or the like which has a direct effect upon the work tasks
- which makes it easier to change the activities of the organization.

Further training refers to courses which improve the employees' ability to carry out new work tasks.

The aim of personnel training is, on the basis of the needs of the organizations' activities and within the framework of available resources, to

- improve the efficiency of the work of the municipality and make it more ready to accept change,
- facilitate employees' personal development and promote a good working environment, job satisfaction and security of employment,
- create the conditions required for employees to become in-

volved in, and have an effect upon, the ongoing development of workplace democracy, and
- provide knowledge, develop skills and change attitudes.

As with personnel training in the government sector, the aim of personnel training at the municipal level is substantially broader than within the LO-SAF-PTK area.

The agreement states that all possible use should be made of the resources available in the public education system.

The municipal authorities should take active steps to produce both short-term and long-term plans for continued education.

Personnel training may be arranged by the organization itself, run jointly with an external arranger, or contracted wholely to an external source of education.

In some cases, payment will be made to employees who attend personnel training courses.

For the introduction course, local agreements may be reached on the following:
- the extent of the introduction and the amount of information the trade union is responsible for providing at this stage.

Local agreements on personnel training may be negotiated on the following:
- guidelines for the planning, orientation and follow-up of personnel training courses arranged by the employer for his employees, and
- the form for local trade union participation in personnel training issues.

So far, relatively few agreements have been signed on introduction courses and personnel training.

4.4 The 1987 collective bargaining round

The issue of training featured in the 1987 collective bargaining round. No progress was made in introducing new and more detailed regulations for training issues in any of the areas covered by agreements. To give an example of what was achieved, a special agreement on training and development in companies was added to the agreement for the engineering sector.

This is a first step in the development of trade union influence in companies' in-house further education of metalworkers, inasmuch as it provides a legitimate basis for trade union interest in assisting in the planning and implementation of company in-house training and issuing regulations for suitable forms for such training. The agreement states that at a local level the parties may agree to set up special joint bodies for dealing with training issues and, at the national union level, set up a committee to deal with issues related to workforce competence in the engineering sector. As a main task, this committee should make a detailed survey of the competence requirements of the sector and generally promote greater consideration being given in the company's activities to matters related to the development of competence. Another example is the Factory Workers' Union's agreement with the public-sector group of the Swedish Employers' Confederation, which contains a general declaration on the future of the occupation of factory worker, and an agreement to appoint a special committee to produce guidelines on how to meet companies' need for training and development.

In the public sector, the Municipal Workers' Union negotiated an agreement for home help service workers, where 0.4% of the payroll total was earmarked for personnel development measures.

5 GOALS AND DIRECTION

5.1 The work group's proposed objectives for personnel training

Personnel training should aim to promote the development of the individual, both at work and in the community. Influence on personnel training is therefore a matter of major interest to the trade unions.

Personnel training should help to give individual wage-earners security of employment and the opportunity to have independent work tasks which also contribute to their professional and personal development. The aim should be to change workplaces where there is a high incidence of monotonous, routine and highly specialized work tasks. Accordingly, personnel training should be designed to help create the kind of work organization which is instructive and democratic.

Personnel training should be designed to help to create the conditions required for individual employees to be given work tasks which will help to make use of their individual conditions, interests and aptitudes at their work.

Personnel training should help to attain the general objective of education policy, i.e., to give every individual "the right to a good basic education". Therefore, personnel training should also give adult wage-earners who so wish the opportunity to supplement the education they received in general subjects at the basic and/or upper secondary school level.

Together with courses in the basic school system, institutes of further education, general adult education and labour market training centres, personnel training should serve to give the labour force the highest and most evenly spread level of education possible.

Personnel training should, in conjunction with other resources available in the field of industry and commerce, facilitate structural change and allow a good level of competitiveness to be maintained. Personnel training should help to promote efficiency in production and services in working life.

Personnel training should be provided throughout a person's entire period of employment. This will help to reduce the amount of retraining required when people change jobs or become redundant. In this way, personnel training may help to meet the labour movement's goals of full employment and work for all.

Personnel training should help to meet economic policy goals. A well-educated labour force makes it possible to maintain full employment and a high level of economic growth. A high, evenly-spread level of education makes it easier to achieve an equitable standard of living and create regional balance within the country. Moreover, a high and evenly-spread level of education will give Sweden competitive advantages over other countries in Europe and the rest of the world.

5.2 The work group's proposals on scope and direction

The scope and frequency of personnel training courses should be the subject of regulation. The total resources committed to personnel training should be increased. In the opinion of the work group, it would be appropriate for each employee to be given personnel training lasting at least two weeks a year. This training should be an individual right which can be saved from one year to the next so that the individual may qualify for a longer period of training.

This training should be provided with the aim of giving all wage-earners the opportunity to maintain and develop their competence in their occupational field. Examples of the choice of subjects are a course on the special needs of children for day-care centre staff, and courses in computers for mechanics.

In addition to two weeks of personnel training to improve professional competence, certain occupational groups may need very long training courses. Personnel training should be a matter of importance for the trade unions and the employers' organizations, and national-level agreements should therefore be negotiated.

These central agreements may need to be supplemented by local-level agreements which regulate the procedures for

establishing the need of training courses, ranking different courses in order of priority, establishing the content of the courses and choosing who is to provide these courses.

By the 1990s, all young people entering the labour market will have completed three years of upper-secondary education. This will mean that wage-earners with a short basic education will have a weaker position in the labour market. There is a risk that they will not survive this transformation. They also have little opportunity to benefit from continuation courses and further education.

The work group therefore proposes that the opportunities for adult education are changed and expanded and that links are established between adult education and personnel training.

In order to reduce the risk of employees losing their place in the labour market, the group of employees who have not attained basic or upper secondary school qualifications should be given the right to study Swedish, English, mathematics and social sciences in paid working hours.

This part of the work group's proposal requires the following number of hours. They were calculated on the basis of the number of hours of education which may be given in the municipal adult education system (Komvux). This does not mean that the work group considers that the municipal adult education service should necessarily provide all these courses.

Basic education qualification (Komvux stage I)	
Swedish	250
English	350
Mathematics	270
Social sciences	60
	930 hours

Upper secondary qualifications (Komvux stage II)	
Swedish	120
English	120
Mathematics	120
Social sciences	100
	460 hours

The courses at secondary and upper secondary school level in these subjects require about 1400 hours' teaching (excluding

homework), or a total of 175 days of classes.

Adults should be entitled to education lasting this amount of time. Some employees may need more time because this amount of secondary and/or upper secondary education requires varying amounts of time, depending on the students' circumstances and how quickly they get into the habit of studying.

As mentioned earlier, many wage earners who need this kind of education are aged 40 and above. Some of them live and work in regions where there is a limited range of courses available. Many of these people are also employed in companies which are not very profitable.

This means that a special financing system is required. Education at secondary and/or upper secondary level cannot be financed on an individual employer basis because such an arrangement would place a particularly heavy load on certain employers. These courses should therefore not be regulated by national-level agreement. For this reason, these courses must be financed by the employers on a collective basis, and this requires legislation.

However, the state also bears some responsibility for basic education, and it should contribute resources on the same scale as for young people in the public education system.

The hourly grant should therefore be the same as for basic and upper secondary school education. In practice, this means that the full costs of the body which provides the courses should be covered by state grants.

There should also be a public grant equivalent to the assistance paid to young people in the form of study grants. The employers collectively should make up the different between employees' wages and the study grants they receive.

A charge based on payroll costs should be levied to finance the part of the reform which is the responsibility of the employers. As with the state grant, this charge should be handled by a central foundation in which the parties involved have the decisive influence. The administration of the funds should be carried out by a body at county level.

6 ORGANIZATION

6.1 The main points of the work group's proposals for action

In the above, the work group proposed the following:

1. All wage-earners should be given the right to a given amount of personnel training aimed at renewing their professional competence. At least two weeks of this kind of training should be given each year. The employees should be able to save their entitlement from one year to the next so that they can complete a longer consecutive period of training. Personnel training should be regulated in national and local level agreements.

2. All employees without basic and/or upper secondary qualifications in Swedish, mathematics, English and social sciences must be given the right to complete the appropriate courses in working hours without loss of any employment benefits. These courses are to be financed partly by public grant and partly by a charge levied on all employers collectively. When a wage-earner attends a course, the employer can be compensated for training costs and wages paid to the employee. Legislation is required before this type of training can be initiated.

A reform as extensive as this one places demands upon the knowledge and organizational resources of the LO and its affiliated unions. In addition to legislation, this proposal requires central and local agreements to be negotiated. It is important that local trade union organizations are given decisive influence in implementing this kind of training. In this context, particular attention should be focussed on employees in small and medium-sized businesses, to ensure that they have the same opportunities as employees in large companies who attend courses of education.

The following action should be taken:

1. National and local-level agreements on personnel training should be negotiated.

2. Legislation should be passed to allow a charge to be levied for basic and upper secondary courses of education.

When agreements are being negotiated and resources allocated for personnel training, work should be begun on establishing the need for development and training at individual workplaces.

The responsibility for personnel training should be shared by the trade unions and employers' organizations. The approach to this task may vary from one workplace to the next.

In the LO-affiliated unions, the responsibility for establishing the objectives and orientation of these training courses, and for following them up, rests with the trade union workplace organization or the local union branch. The following is a list of some of the issues which should be considered at workplaces when running personnel training courses.

1. A survey and analysis of the employees' educational needs.

This survey should be based on an analysis of the needs of technical and organizational changes over the next few years. The work organization structure should also be reviewed.

This phase should be followed by a detailed examination of the employees' level of education and their need for education. In particular, this survey should establish whether there are any employees without a basic and/or upper secondary school background. The project should aim to give "more education to those with least education". Particular priority should be given to running courses in Swedish, English, mathematics and social sciences, and for people with a short educational background.

This survey should give priority to people with short educational backgrounds, who should be contacted personally. This work may require special help from outside the organization. The Swedish Workers' Educational Association (ABF), the municipal adult educational service and the labour market training organizations are among the bodies which have resources needed to make an inventory of educational needs.

Having established the need for education and the relative importance of the different courses to be arranged, special steps may be taken to mobilize and motivate the employees.

2. Running the courses

Special efforts should be made to ensure that courses in Swedish, English, mathematics and social sciences are arranged at secondary and/or upper secondary level. The venue for these courses should be chosen in cooperation with the educational body to be appointed. It is important that pedagogical aspects are considered when choosing the venue.

The content of the courses aimed at improving employees' occupational competence, to run for two weeks per year, should aim to extend and deepen employees' occupational skills.

Consideration should be given to experience and competence when choosing the organizations to provide the courses. It is important that the study methods chosen are appropriate to the students' earlier educational background.

3. Following up the effects of the courses.

It is important to follow up the direction and content of the courses so that the students can give feedback on the value of the courses. This appraisal should specifically cover the issue of whether the resources allocated for the course were used for the right purpose.

The state has a particular responsibility for developing methods for the appraisal of courses of adult education.

6.2 The work group's proposals on the allocation of responsibility within the LO and the affiliated unions

As a rule, the local level, i.e., the union sections and clubs, have a well-developed organization for trade union studies. The introduction of this reform must be at the local level.

The LO districts and LO sections are also involved in education policy questions through their representation on the county education boards, the local planning committees for cooperation between school and working life, adult education committees, labour market training boards, county labour boards, the boards of institutes of further education, the committees for each subject area, and the Workers' Education Association (ABF). The LO district organizations also arrange for informa-

tion to be distributed to schools. There is also the organization for trade union studies linked to the Workers' Educational Association. The LO districts are responsible for supervising and coordinating educational policy at the regional level.

This allocation of responsibility means that through their representatives, the LO districts are responsible for monitoring the availability and the quality of bodies which provide education etc., while the local sections and workplace clubs are responsible for the practical work of running the courses.

The LO and ABF district and local organizations should also be a resource available to the local sections and workplace clubs in their management of personnel training. These resources are particularly useful at small workplaces where there is no workshop club or group organization.

At the LO headquarters, personnel training matters are dealt with by the economic policy department and the labour relations department. In the national affiliates, the way personnel training is organized varies with the size of the union. In one model, one or more full-time officers work on labour market issues. In another model, personnel training is one of a number of tasks dealt with by the training officer. No matter which organizational model is applied, it is important that personnel training issues are monitored.

6.3 The work group's proposal for the local management of personnel training

The practical work of running of personnel training courses is to rest with the LO-affiliated unions. For this reason the sections and workplace clubs need to be familiar with their membership's total work and educational position.

In concrete terms, this means that they should begin by discussing work organization, putting priority on the possibilities of creating jobs which do not cause injury and which allow employees to develop in their work.

The union representatives involved in running these courses need to know about their members' work and educational situation. They need to know about the bodies which provide cour-

ses, in particular about their specialties and level of competence, and they also need special knowledge about the financing of studies. Thus, the issue here is the way in which the local trade union organizations structure their educational policy, and the way they discharge their responsibility for it.

In many cases the local union representatives need to study these issues themselves. The work group therefore proposes that elected representatives are given the opportunity to attend courses on the planning and running of personnel training projects.

The trade union movement has many years' experience of outreach work. The workplace culture in the form of expressions, work patterns, the characteristics of individual workplaces, etc. are well-known to the unions. This kind of experience is invaluable when carrying out an inventory of educational needs and in outreach work.

An inventory of educational needs is often needed in order to get a picture of the workforce's educational background and any other skills and qualifications which may form the basis for assessing the relative importance of courses and in planning and running them. When carrying out an inventory of educational needs it may be appropriate to discuss the need for a different kind of work organization.

One way of making a detailed survey of the total educational needs of the membership may be to use some kind of written form or questionnaire. When combined with personal contact, this method often provides a good basis for devising individual study plans.

The trade unions are the most suitable organizations for carrying an inventory of educational needs and running outreach work.

When the inventory is complete and the plan has been produced, a decision must be made on which body or bodies are to provide the courses. The traditional sources of education are the educational associations (in the case of the LO-affiliates' membership, ABF), the municipal adult educational organizations, the labour market training service, the people's high schools, the upper secondary school and the universities or in-

stitutes of further education.

In many cases it may be appropriate to appoint several bodies to arrange the courses, and they should be commissioned to run the courses as needed.

It is important that organizations which arrange courses should increase their level of readiness to match an increase in investment in personnel training. The providers of education must develop a varied and comprehensive range of courses.

The choice of organizations to be used depends on the organizations represented in the area, their particular nature and their competence. In cases where the members want to be given formal basic and/or upper secondary courses the municipal adult education service or the upper secondary school should be used.

The adult educational associations and people's high schools are by far the best bodies to provide certain types of course, particularly when the students have no or very little previous experience of studying. These providers of education are also particularly well qualified to assist in the work of making an inventory of educational needs.

The labour market training service or institutes of further education may be the most suitable organizations for other types of course.

The trade unions should have decisive influence in the choice of organizations which will arrange the courses.

To summarize, more investment in personnel training will generate the need for greater involvement and influence. Personnel training may also lead to a greater number of members becoming active in trade union work.

However, major demands are also made on the work of putting priority on existing resources and coordinating these resources, and in renewing and developing the trade unions. This education must be placed in a broader context which includes, for example, a discussion of the objectives of the work carried out at the workplace, and the way the work is organized. Outreach work, including discussions on the need for education and development in combination with more systematic kinds of survey and inventory should be developed, and should become a

normal part of trade union work. Run properly, personnel training courses can encourage groups which have no motivation to study today to begin to attend courses. Having studies linked to the job and to changes in working life should give people greater motivation. The individual's motivation will also be increased if, in addition, both the unions and employers are interested in increasing the level of competence. It is therefore important that people are told of the significance of education and that it is in the common interest.

7 FINANCING

7.1 The work group's proposed criteria for financing

In the above, we have set out the goals and guidelines we consider should be set for personnel training. In addition to these, a system for financing personnel training should meet the following requirements, It should:

- contribute to security of employment and the development of individual employees' work tasks,
- result in an increase in the volume of personnel training courses compared to current levels.
- be "neutral" from a competitive viewpoint, i.e., companies which, for various reasons, do not offer personnel training courses to their employees should also contribute to the costs,
- guarantee an equitable spread of personnel training among different categories of employees,
- guarantee that the content of the training does not serve to bind employees to the company they are working for,
- open up the possibility of channeling extra investment to companies or regions with a low average level of competence, and where there are considerable risks associated with changes at the workplace,
- be simple to administrate and involve the minimum of formalities for the companies, and
- both provide all wage earners with a set amount of training/improvement of competence each year, and create joint resources to give training to all employees who have not completed their basic education in certain subjects at the secondary school level.

7.2 The work group's proposed finance model

The group proposes that a model for financing personnel training which meets these conditions has the following structure.

As mentioned above, the goal should be for every employee to have at least two weeks' personnel training each year. In addition, employees who do not have basic school and/or upper-secondary level qualifications should be offered the chance to get these qualifications in Swedish, English, mathematics and social sciences.

These two weeks of training should be regulated in a national-level agreement.

Education at the basic and/or upper secondary school level should be financed partly by state funding and partly by means of an employer's contribution. The employer's contribution may be in the form of a levy on the company's payroll costs. Both these resources should be administrated by a central foundation, in which the trade unions and employers should have the decisive influence.

When courses are arranged at the basic and/or upper secondary school level, the employer should be entitled to apply to a county-level body for funds to cover the costs of the courses and the pay of the people who attended them.

Under this system the employer will be fully reimbursed for all training given to employees who do not have basic and/or upper secondary school qualifications.

7.3 Costs

Experience of previous reductions in working hours tells us that the costs of a reform of working hours do not correspond to the total reduction in working hours. Therefore, giving two weeks of personnel training per year to all employees does not correspond to the costs of the loss of production for the same period.

The need to provide replacement workers for the people attending the courses can often be avoided by arranging them at a suitable time in the working day.

When it comes to the costs of providing employees who have no basic and/or upper secondary school qualifications with the education they need to reach this level, we estimate that far from all the people entitled to these courses will accept this offer.

The costs will therefore depend on the number of people who

accept this offer and the period of time allotted to the reform.

However, it is important that sufficient resources are allocated for everyone who has insufficient education/training to be given the opportunity to attend courses without delay.

As mentioned above, no attempt has been made to calculate the revenues from personnel training. We do know that a significant proportion of the increase in the growth of the economy may be explained by an increase in the level of education. Therefore, the effect of a more systematic use of personnel training to improve the knowledge of employees can hardly be overestimated.

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